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OFFICER AND CIVILIAN CAREER FORCE MANAGEMENT FOR THE 21<sup>st</sup> CENTURY

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## **Biography**

Theresa Sanchez is a 22-year United States Air Force Civil Service Intelligence Officer. While assigned to the Air Force Intelligence, Surveillance, and Reconnaissance Agency (AFISRA) headquarters staff, 2000-2008, she served as the Executive Director, Director of Manpower and Personnel, Programming Requirements Division Chief, ISR Modernization Branch Chief, and Base Planning Branch Chief. In addition, Mrs. Sanchez has more than 14 years of ISR operational expertise in various positions at the unit and group levels.

Mrs. Sanchez holds a Bachelors of Arts and Science Degree from the University of Texas; Masters of Arts Degree from Webster University. She is a Certified Public Manager from the University of Texas.

Mrs. Sanchez earned the Intelligence Community Officer Director of National Intelligence Certification, thereby completing her joint duty requirement. She completed Air Command and Staff College by correspondence.

Mrs. Sanchez was twice awarded the Meritorious Civilian Service Award, the Exemplary Civilian Service Award; recognized as the 2002 Air Intelligence Agency Senior Civilian of the Year, the 2001 Gordon Summers Award as well as has received various other recognitions throughout her career.

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The renowned ancient Chinese strategist, Sun Tzu exposed, “Thus, what enables the wise sovereign and the good general to strike and conquer, and achieve things beyond the reach of ordinary men, is foreknowledge.”<sup>1</sup> In our modern military, Intelligence, Surveillance, and Reconnaissance (ISR) professionals provide commanders with this critical foreknowledge. In today’s fight, commanders demand that our ISR professionals locate elusive targets to enable precision strikes, determine the enemy’s covert intent to employ preemptive countermeasures, ascertain network vulnerabilities to develop effective tactical options, as well as understand foreign actors’ language and cultural nuances to determine intent and maintain true situational awareness. Furthermore, as outlined in the 2008 AF ISR Strategy, “Our ISR professionals will exploit air, space, and cyberspace to learn how enemies operate (i.e., their networks, tactics, training and logistics), identify options to deter them and, if necessary, negate their means for making war”<sup>2</sup>. Finally, AF ISR professionals must be agile and prepared to operate at multiple levels in any one of the extremely complex and unique six geographic combatant commands and/or three functional unified commands.

AF functional managers must design ISR force development programs to include career-long education and training that synchronizes development with the “next “job requirement in mind. Current Officer and Civilian programs have major disconnects and do not meet these program goals. This paper will provide a recommendation on how to better develop both 21<sup>st</sup> Century AF ISR officer and civilian leaders with the knowledge, skills, and attributes (KSAs) needed to meet

commanders’ and national decision-makers’ strategic, operational, and tactical objectives. To

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<sup>1</sup> Giles, Lionel, Translation of Sun Tzu on the Art of War, The Oldest Military Treatise in the World. 1910. <http://www.chinapage.com/sunzi-e.html>. Retrieved on 11 February 2009

<sup>2</sup> Deputla, David A. Lead Turning the Future: The 2008 Strategy for United States Air Force Intelligence, Surveillance, and Reconnaissance. HQ USAF, Washington DC, 4 July 2008. page 5

this end, the research structure will:

- Identify national ISR human capital goals and AF ISR force development strategies and show there linkage
- Assess the draft ISR Officer Professionalization (IPro) program
  - Recommend an update to better link professional competencies to Director of National Intelligence (DNI) force development program requirements
- Evaluate the current ISR civilian development program
  - Propose an update to the civilian program to link it to the DNI and AF Officer IPro programs to build a strong team of officer and civilian ISR leaders ready to meet 21<sup>st</sup> Century challenges

As stated in the HQ AF Deputy Chief of Staff for ISR 2008 strategy, “Our greatest challenge today is to identify and understand the enemy we need to affect, preferably before it has a chance to strike.”<sup>3</sup> Our ISR professionals are and will be the frontline warriors to identify, understand, and locate these enemies. AF officers, enlisted, and civilian personnel make up the AF ISR Airmen corps. All of these Airmen have unique functions and responsibilities to provide ISR products and services to National, Joint, Coalition, Service and Air Force leadership operating at strategic-, operational-, and tactical-level organizations. As such, LtGen Deptula, AF Deputy Chief of Staff for ISR (DCS for ISR or AF/A2), identified ISR force development as one of his key priorities as well as included it as part of his vision to, “Transform AF Intel into a premier military intelligence organization; *with the most respected personnel*; and the most valued ISR capability.”<sup>4</sup> Moreover, the AF/A2 elaborated on his force management goals in his “AF ISR in a Changed World” brief which states for “***Officers***: Increased number of AF ISR GOs (2+4).

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<sup>3</sup> Ibid, Deptula, Lead Turning the Future, pg 7

<sup>4</sup> Deptula, David A., AF DCS for ISR. Air Force ISR in a Changed World: Changing Paradigms While Optimizing “Low Density” to Meet “High Demand” Brief. Slide 8.



Intent is to build a deeper bench of GOs for potential appointments to National-, Joint-, COCOM-level billets. Civilians: Establish path into HQ AF, Joint, National opportunities. The intent is to codify a consistent career progression trajectory where none had previously existed.”<sup>5</sup>

### ***ISR Human Capital Goals***

As directed by the 2004 Intelligence Reform and Terrorism Prevention Act, the Director of National Intelligence (DNI) is responsible to “set standards for education, training and career development of personnel of the Intelligence Community.”<sup>6</sup> Congress criticized the Intelligence Community for its inability to establish a common set of standards needed to execute a joint interagency strategy that emphasizes timely information sharing. National leaders emphasized the need for a highly qualified professional workforce, across 16 federal intelligence organizations, able to execute a complex and far reaching ISR mission in support of national security and foreign policy objectives. To address these critical Intelligence Community shortfalls, the Act established the Office of the Director of National Intelligence (ODNI) to serve as the head of the community and charged the director to reform the Intelligence Community into a more unified, integrated and effective community-wide organization.

### ***Director National Intelligence Human Capital Goals***

The President tasked the DNI to develop an aggressive strategy to “attract, engage, and unify an innovative results-focused Intelligence Community workforce.”<sup>7</sup> To that end, the DNI’s National Intelligence Strategy identified its human capital goal to establish “...a high-performing

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<sup>5</sup> Ibid, Deptula “Air Force ISR in a Changed World” Brief. Slide 4.

<sup>6</sup> Intelligence Reform and Terrorism Prevention Act of 2004, Public Law. <http://f11.findlaw.com/news.findlaw.com/usatoday/docs/terrorism/irtpa2004.pdf> . Retrieved on 29 November 2008

<sup>7</sup> Office of the Director of National Intelligence (ODNI). The US Intelligence Community’s Five Year Strategic Human Capital Plan. An Annex to the US National Intelligence Strategy. 22 June 2006. Page 1

intelligence workforce that is results-focused, collaborative, bold, future oriented, self-evaluating, (and) innovative.”<sup>8</sup> Furthermore, DNI’s Strategic Human Capital Plan annex emphasizes that, “There is no doubt that the success of the U.S. Intelligence Community in helping preserve the nation’s security depends above all on the dedicated military and civilian members of our work force.”<sup>9</sup> The DNI provided his vision in the following Human Capital strategic goals:

- Build agile, all source, seamlessly integrated force (civilian, military, contractor)
- Win the War for Talent – must be able to attract and retain the very best
- Create a Culture of Leadership- our agencies united by common ethos of service, integrity, and accountability<sup>10</sup>

### ***Undersecretary of Defense for Intelligence Transformation Goals***

To achieve the DNI’s vision in the Department of Defense (DoD), the Undersecretary of Defense for Intelligence (USDI) included a supporting force management goal in the 2008 Defense Intelligence Strategy. DoD’s force management goal is to “Explore the formation of new, and improve utilization of existing, Defense Intelligence Enterprise professional and sustainment programs to acquire, retain, develop, train, educate, equip, and employ the total workforce effectively.”<sup>11</sup> Job one of the USDI is to synchronize the department’s intelligence activities with the rest of Intelligence Community to maximize collaboration and to ensure streamlined information sharing. Defense Intelligence personnel play a vital role in producing

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<sup>8</sup>Office of the Director of National Intelligence. National Intelligence Strategy of the United States, Transformation through Integration and Innovation, Office of the Director of National Intelligence, October 2005

<http://www.dni.gov/publications/NISOctober2005.pdf> Retrieved on 28 November 2008

<sup>9</sup> Ibid, ODNI, “Strategic Human Capital Plan .Page 1.

<sup>10</sup> Ibid, ODNI, “Strategic Human Capital Plan .Page 8.

<sup>11</sup> Department of Defense. 2008 Defense Intelligence Strategy.

<http://www.fas.org/irp/agency/dod/2008strategy.pdf>. Retrieved on 28 November 2008

high quality intelligence to enhance situational awareness across the community.

### ***CSAF ISR Transformation Vector***

The AF responded to the call to reform intelligence across the force and established the first-ever Deputy Chief of Staff for Intelligence, Surveillance, Reconnaissance three star position. CSAF General Moseley, announced on 29 January 2007, “AF ISR capability requires a focused end-to-end approach to functional management... (furthermore) ...ISR has become the foundation of global vigilance, reach and power. The ISR transformation initiatives we are beginning will further enhance our ability to fly and fight as America's Air Force.”<sup>12</sup> The CSAF selected Lt Gen David A. Deptula as the first DCS for ISR. Lt Gen Deptula immediately established a force development objective “...to increase AF ISR leaders in AF, Joint, and National positions...” as part of his overall strategic plan. Moreover, he specifically highlighted his officer and civilian force development goals. His intent for Intel officers is to build a deeper “bench” of GOs for potential appointment to National-, Joint-, COCOM-level billets.”<sup>13</sup> As part of this goal, the A2 staff established an ISR Professionalization (IPro) Tiger Team that provided the A2 staff with a course of action for officer force development. Finally, the A2 established his civilian force vector “...to codify a consistent career progression trajectory where none had previously existed.”<sup>14</sup>

### ***AF/A2 ISR Officer and Civilian Force Development Way Ahead***

The AF/A2 in his 2008 Strategy states that “...ISR professionals will exploit air, space, and

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<sup>12</sup> Air Force News, “CSAF's Vector discusses Air Force intelligence transformation.” Dated January 29, 2007. <http://www.af.mil/news/story.asp?id=123039179>. Retrieved on 28 November 2008.

<sup>13</sup> Ibid. Deptula, David A., LtGen, DCS for ISR. “Air Force ISR in a Changed World Brief. Slide 10.

<sup>14</sup> Ibid. Deptula, David A., LtGen, DCS for ISR. “Air Force ISR in a Changed World Brief. Slide 4.

cyberspace to learn how enemies operate, identify options to deter them and, if necessary, negate their means.”<sup>15</sup> The strategy explains the AF ISR professionals’ responsibility to develop knowledge and to format that knowledge into timely actionable intelligence for the warfighter anytime anywhere. The A2 identifies the following five principles to guide the development of USAF ISR professionals:

- “Understand the enemy as a system, a complex “organism,” dependent on leadership, people, resources, infrastructure, and defense. Our ISR professionals are to understand our enemies to a degree not otherwise achievable; where they are, what they are, what they want to be, and what they fear
- Understand the environment as our AF is an effects-based enterprise. With appropriate understandings of foreign cultures, we can assess—in advance—the impacts of various tactical options on our strategic intent
- Learn continually as the future brings with it ever tighter cycles of technological, social, political, and economic change. To produce actionable intelligence our personnel development system needs equally tight cycles of education and training. Our Airmen must understand new enemies as they emerge and old enemies as they evolve
- Share knowledge, as we will demand USAF ISR professionals communicate across hierarchies whenever they see potential value
- Foster multidimensional leaders who demonstrate the ability to lead teams to create knowledge. We must simultaneously operate in air, space and cyberspace; defeat enemies across the spectrum of operations; use multiple methods of ISR; partner with the entire Intelligence Community plus allies; manage data through collection, processing, analysis and dissemination; and, meet the demands of customers who range from the trigger-puller to the White House.”<sup>16</sup>

Our AF ISR officer and civilian professional competencies must develop in-depth knowledge and understanding of the adversary’s modus operandi. Moreover, ISR professionals must effectively work with operational planners and targeteers to bring that adversary insight to help develop effective courses of action and to forecast enemy reactions to those operations. ISR

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<sup>15</sup> Ibid, Deptula, David A., LtGen, DCS for ISR. Lead Turning the Future. Page 7.

<sup>16</sup> Ibid, Deptula, David A., LtGen, DCS for ISR. Lead Turning the Future. Pages 8-10

professionals must stay on the cutting edge of technology from both an understanding of enemy application as well as user of technological advanced tools. Finally, ISR is a team sport and our ISR leaders must effectively share information and lead across IC teams to meet national decision-makers as well as unified, joint and AF commanders' intelligence requirements.

To meet these goals for AF officer and civilian ISR Professionals, the current A2 officer development initiative, ISR Professional (IPRO) Career Development Program will be reviewed. For the AF civilian ISR professionals, recommendations for a program that includes both ODNI civilian force development mandates and the IPRO program to update the AF civilian ISR program to meet both DNI and AF personnel development requirements will be made.

### ***What it Takes to Become an AF ISR Leader of the 21<sup>st</sup> Century***

Few career fields require the multi-discipline expertise, full operational qualification in three separate operational domains as well as having the knowledge, foresight and agility to operate and respond in a continuously changing environment through the employment of cutting-edge technology as do ISR officers. As outlined in AF Doctrine Document 2-9, ISR Operations, "The goal of intelligence, surveillance, and reconnaissance (ISR) operations is to provide accurate, relevant, and timely intelligence to decision makers. The Air Force best achieves this goal through effective employment of ISR capabilities, and by capitalizing on the interoperability existing among our ISR systems as well as non-traditional sources to create synergy through integration."<sup>17</sup> Responsive and innovative training is essential to develop and maintain a viable and qualified cadre. The DCS for ISR states in his 2008 Strategy Plan, "...our overarching plan for integrating people, equipment, process, and investments to achieve Global Vigilance, Global

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<sup>17</sup> Air Force Doctrine Document 2-9, Intelligence Surveillance, and Reconnaissance Operation, 17 July 2007, <http://www.e-publishing.af.mil/shared/media/epubs/afdd2-9.pdf>. Page 7. Retrieved on 23 November 2008.

Reach, and Global Power through cross domain integration of air, space and cyberspace ISR systems.”<sup>18</sup> In response, development programs must prepare our ISR professionals to effectively operate in a complex, high OpsTempo environment where they must integrate cross-domain, multi-discipline Intelligence gathered from a complex, disparate ISR network to quickly and accurately identify threat indicators, determine vulnerabilities, and to forecast adversary “next move” for operational planning.

As we prepare 21<sup>st</sup> Century AF ISR professionals, it is imperative to ensure our Airmen are trained in core professional competencies that link directly to national, joint, and AF ISR operational capabilities, Intel requirements, and overall all mission directives. Force development programs must obtain and maintain high levels of proficiency and must stress continuous learning/development as the strategic, operational, and tactical environments constantly evolve. Moreover, AF ISR senior functional managers must establish an innovative and responsive career program designed to keep a strong and talented ISR workforce force. Finally, the program must create a successful career path for the ISR “shining stars” to successfully compete and obtain more AF, Joint, and National-level senior general officer and executive positions.

The ISR professional Airmen is the commander’s true force multiplier as described by Sun Tzu, “If you know the enemy and know yourself, you need not fear the result of a hundred battles...”<sup>19</sup> The ISR professional must know the enemy/self to make the difference by providing the commander critical insight into the enemy’s capabilities for effective decision-making to keep our forces safe and have the wining edge always.

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<sup>18</sup> Ibid, Deptula, David A., LtGen, DCS for ISR. Lead Turning the Future. Page 1.

<sup>19</sup> United States Military Strategists, Quotation Page, USMSA 2008, <http://militarystrategist.org/quotespage.htm>, Retrieved 19 Nov 08.

### ***Overarching AF and Intelligence Community Career Development Program Construct***

In accordance with AF Doctrine Document 1-1, dated 18 Feb 2006, “the goal of force development is to prepare Airmen to successfully lead and act in the midst of rapidly evolving environments, while meeting their personal and professional expectations.”<sup>20</sup> Programs are to consist of professional Airmanship ethos, career field (job) technical requirements, and leadership acumen at the technical-, operational-, and strategic-level as one progresses through his/her career. Airmen obtain these critical competencies through a deliberate development program that synchronizes education, training, experience, and mentorship. Air Force leaders use this force development formula for both officers and civilians. As further stated in AF DD1-1, “Through deliberate career planning and development, Airmen are assigned and employed to meet mission requirements in ways that also capitalize on the Air Force’s investment in training and education” (pg 22).<sup>21</sup> Force development plans are to complement job requirements and ensure officers and civilians are ready to take on the next challenge.

The Office of the Director of National Intelligence (ODNI) is the government’s strategic lead for the Intelligence Community’s (IC) Strategic Human Capital Plan. The ODNI published a five-year plan to “bring more community-wide coherence and cohesion... (as well as the plan)...is designed to promote professional growth...”<sup>22</sup> throughout the IC. Furthermore, the ODNI identified specific force development elements as part of its overhaul of civilian IC force development. DNI managers identified specific professional competencies and as part of my study, these competencies will be used to revamp to the AF Intelligence civilian professional

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<sup>20</sup> Air Force Doctrine Document 1-1, Leadership and Force Development, 18 February 2006, <http://www.e-publishing.af.mil/shared/media/epubs/AFDD1-1.pdf>. Retrieved on 23 November 2008

<sup>21</sup> Ibid AF DD 1-1, Page 22.

<sup>22</sup> Ibid, ODNI, “Strategic Human Capital Plan .Page1.

program. Part of the overall recommendation is to reconcile the ODNI civilian requirements with the AF construct to ensure the AF ISR community satisfies both national and AF mission and force development requirements.

### ***Format Baseline Definitions and Comparison***

Air Force officer and civilian career programs core competencies, professional skills, and proficiency levels will be reviewed to reconcile them for AF senior functional managers. Updates to the AF ISR civilian development program to make it comply with both ODNI and AF officer ISR and leadership standards will be included. The benchmark, the newly developed AF/A2F's AF ISR Professional Development Program (IPro), will serve as the officer development program. Finally, the goal for updating the AF ISR civilian program is two fold:

1. AF ISR civilians will be more qualified and ready for AF/ joint/interagency positions
2. The ISR developmental team (DT) will recognize ISR civilian teammates as qualified ISR *officers* and confidently vector civilians to appropriate leadership positions to offset the ever-increasing ISR officer shortfall

### ***Common Vernacular***

A common vernacular between AF and ODNI constructs must be employed to ensure understanding. To this end, figure 1 defines and correlates key components found in both force development programs. The challenge with many complex issues that fall within an interagency context is that each agency uses different terms to describe essentially the same thing. To avoid confusion, the national senior intelligence authority, the DNI, terminology will be used to describe AF officer and civilian development program components. The review of the programs will focus on the technical competencies unique to the ISR officer career field. "Technical expertise" includes both professional tradecraft (equates to AF definition of professional



competencies) and subject matter expertise elements both organizations have in common.

AF Terms Officers & Civilians	Definitions	DNI Terms IC Civilians	Definitions <sup>23</sup>
Professional Competencies	Professional competencies represent a combination of professional knowledge, expertise, and technical know-how that, when applied process superior military capability	<b><u>Technical</u></b>	<b><u>Expertise</u></b>
	Those vital areas of expertise 14Ns must master and bring to any military operation or activity <sup>24</sup>	- Professional Tradecraft  - Subject Matter Expertise	Professional Tradecraft: Competencies required for employees in one or more occupations in a mission category  Subject Matter Expertise: Competencies found in one or more occupations within a mission category. These competencies include substantive knowledge areas, such as intelligence topics and target countries, and intelligence source disciplines
Institutional Competency	Competencies expected of all Airmen through out their careers and will be the competencies needed to operator successfully in the constantly changing environment <sup>25</sup>	Core Competency	Measurable or observable knowledge, skills, abilities, behaviors and other characteristics needed to perform a function that applies universally to all IC employees

**Figure 1 ODNI and AF Force Development Lexicon**

### ***AF Proficiency Measurement Criteria***

Key to any force development program is the standard used to identify individual proficiency. This ensures that participants are progressing satisfactorily and provides managers with a standard upon which to determine job placement. The following AF and ODNI explanations provide a baseline to use to determine officer and civilian proficiencies.

<sup>23</sup> ODNI, Intelligence Community Directive, Number 610, Competency Directories for the Intelligence Community Workforce. 1 September 08. <http://www.fas.org/irp/dni/icd/icd-610.pdf>. Page 11. Retrieved on 24 November 2008.

<sup>24</sup> Ornell, Pete Lt Col. HAF A2F. 2008. 14N Core Expertise and Professional Competencies draft Brief Slide 6.

<sup>25</sup> Air Force Policy Directive 36-26, Total Force Development, 27 August 2008. <http://www.e-publishing.af.mil/shared/media/epubs/AFPD36-26.pdf>. Page 8. Retrieved on 20 November 2008.

The Air Force links proficiency to organizational levels- tactical, operational, and strategic- that AF leadership can and should apply to both officer and civilian ISR professionals. In accordance with AFDD 1-1, the following descriptions apply:<sup>26</sup>

- Tactical – Airmen are to master primary duty skills. Tactical leaders are the AF’s technicians and specialists
- Operational – Air Force member transitions from a specialist to understanding AF integration. Continues experience broadening and increases responsibilities in a family of complementary skills. Develops a family of related skills, grounded in AF expeditionary culture and enduring leadership competencies guided by ingrained core values
- Strategic – Airmen combine highly developed occupational and enduring competencies to apply broad professional leadership capabilities. Develop a deep understanding of AF mission and how operational capabilities and Airmen are integrated to achieve synergy

Functional managers should continue to use the AF standard in determining career progression and job placement. It is imperative that both officer and civilian ISR professionals have the opportunity to progress through each organizational level and successfully complete the standard evaluation (StanEval) programs at those organizations. Senior Intelligence Officers (SIOs) and supporting functional managers will track “documented” performance results which are linked to the ISR Professionalization program (to be discussed later in the paper) to identify high potential officers and civilian early in his/her career. Finally, it is imperative that the AF develops civilians ISR professionals by using similar officer standards to ensure a civilian corps able to meet diverse operational demands. Supervisors and managers, under the Defense Civilian Intelligence Program System (DCIPS), should link mandated individual training plans to DNI, AF, and his/her organization ISR mission goals to ensure effective force development and satisfactory civilian performance levels.

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<sup>26</sup> Ibid AF DD 1-1, pg 16

### ***Civilian ODNI Proficiency Requirement***

With regards to USDI's approach, proficiency is defined as the level of competency specific knowledge, skills, abilities, behavior or other characteristics required of an employee at a particular work level within a work category and occupation.<sup>27</sup>

- Basic/Developmental / Proficiency Level 1: Required for competencies associated with work performed at the entry/developmental work levels
- Full Performance / Proficiency Level 2 is required for work performed at the full performance level. Involves independently performing the full range of non-supervisory duties and the employee receives minimum instruction
- Advanced Level / Proficiency Level 3 is required for competencies with work performed at the Senior Work Level. This level involves a wide range of complex assignment and non-routine situations requiring extensive knowledge and experience in a technical field
- Expert Level / Proficiency Level 4 is required for competencies associated with work performed at the Expert Level. This level involves an extraordinary degree of specialized knowledge or expertise to perform highly complex and ambiguous assignments.

### ***Components of 14N ISR Professionalization (IPro) Career Development Program***

The goal of the IPro program is, "...to expand knowledge, experience and systems understanding to ensure 14Ns serve effectively as integral members of the joint warfighting community."<sup>28</sup> The program does this by, "...synchronizing 14N training, education, and experience, tying them closely with core competencies and professional experiences."<sup>29</sup> To this end, the developers anchored the program on specific core expertise and professional competencies that drive training and education requirements linked to corresponding

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<sup>27</sup> ODNI. Intelligence Community Directive Number 652, Occupational Structure for the Intelligence Community Civilian Workforce, 28 April 2008. <http://www.fas.org/irp/dni/icd/icd-652.pdf>. Page 6. Retrieved 21 November 2008.

<sup>28</sup> AF/A2F. Draft ISR Professional Development Program (IPro) Air Force Instruction, 2008, Page 2

<sup>29</sup> Ibid AF/A2F. Draft IPRO AFI, 2008, Page 2

assignments. The officer progresses through the career path by achieving higher standards of proficiency. The progression path includes a multitude of tactical-, operational-, and strategic assignment and deployment opportunities to ensure a wide variety of career path opportunities.

Figure 2 illustrates the developers' vision that links all these components.



Figure 2 IPRO's 14N Career Path Options

### Draft IPRO Component Description

The program contains development program components such as professional competencies (tradecraft), core expertise (subject matter expertise), training and education requirements, as well as standard certification (proficiency) levels. Each of the expertise areas and competencies only minimally meet A2's vector to develop ISR professionals able to conduct all source, multi-

disciplined ISR operations to, “... learn how enemies operate, identify operations to deter them and, if necessary, negate their means for making war.”<sup>30</sup> The following technical tradecraft (professional) competencies serve as the program’s first building block<sup>31</sup>:

- Analysis/Forecasting of enemy Air, Space, & Cyber capabilities, vulnerabilities & intent
- Foreign/Regional Area & Language Expertise
- Global ISR Enterprise
- Kinetic/Non-Kinetic Targeting
- Effects Assessment

Next, the IPro program requires 14Ns to have demonstrated knowledge and proficiency in the following core subject matter expertise<sup>32</sup>:

- Analysis/Forecasting
- Global ISR Operations
- Effects Assessments

The program ties together training, education (ISR and AF PME) and job experiences to certification levels that serve as ISR badge criteria. The following provides a brief description of each level<sup>33</sup>:

- IPro 100: Completes ISR fundamental course and successfully complete mission qualification training (MQT) and identified as combat mission ready (CMR)
- IPro 200: CMR certification in at least two ISR mission areas; minimum six years experience; completion of SOS, and completion of IPro 200 course
- IPro 300: Minimum of 12 years experience as 14N; complete IDE; accomplishes Masters degree *in a related* ISR area of study; completes IPro 300 course
- IPro 400: Minimum of 18 years experience as 14N, 0-6 select; complete SDE; and complete capstone IPro 400 course

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<sup>30</sup> Ibid, Deptula. Lead Turning the Future. Page 8.

<sup>31</sup> Ibid. AF/A2F.Draft IPro Instruction, Pages 16-17.

<sup>32</sup> Ibid. AF/A2F.Draft IPro Instruction, Pages 16.

<sup>33</sup> Ibid. AF/A2F.Draft IPro Instruction, Pages 11-12.

## *Assessment*

This program is a great step forward in 14N deliberate career force planning. The program includes actions to identify, prioritize, and characterizing 14N job positions based on function, mission area and experience identifiers that tie back to core expertise and professional competencies. Another notable characteristic is the certification process as it mirrors other career fields that have proficiency and certification requirements—the badge provides the visible accomplishment. In addition, the program benchmarked Space career field’s management tools and provides excellent recommendations to update the SURF format that will clearly show individual training, education, experiences, and certification accomplishments for SIO evaluation and functional managers tracking. Moreover, the program includes a recommended methodology to track ISR officers through standard SURFs tied to a database that includes individual accomplishments, job assignments, deployments and training/education completion. This database should include civilian ISR professionals to provide a complete inventory of all assigned ISR officer and civilian professionals. The IPro program designers recommend the DCS for ISR establish an IPro Management Officer, as the “DCS/ISR holds primary responsibility for IPro policy development and execution, with delegated management and day-to-day operations to the AF ISR Agency...”<sup>34</sup> This small management office should ensure:

- functional/organizational managers properly categorized jobs by competency, SME elements, and proficiency levels
- personnel data is linked to surfs, accurately tracked and data is secure
- facilitate technical updates to maintain a user friendly and interconnected system.

The IPro developers estimated a start up cost of, “...approximately \$2.4M and 12 billets to

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<sup>34</sup> Ibid. AF/A2F.Draft IPro Instruction, Page 3.

implement and maintain the program. The cost includes training, and education for ~645 officers in the first year (\$1.7M) and the remaining resources would fund program and personnel 14N management.”<sup>35</sup> The program developers maximized the use of AF training opportunities to minimize cost—the current A2 budget should be evaluated to include IPRO funding.

### ***IPro Updates***

Analysis of the IPro program generates the following program updates:

- Redefine and expand IPro tradecraft (professional) competencies to include both ODNI and AF unique ISR requirements and link individual job assignment to these competencies
- Include overarching core subject matter expertise competencies to link education, training, and job requirements to facilitate and tailor opportunities to individual requirements.

The first recommendation is to revise the IPro tradecraft (professional) competencies to correspond to required ODNI competencies and expand AF competency definitions for improved operational clarity. The intent with this revision is to:

1. better explain competency requirements
2. link 14N requirements to appropriate ODNI IC workforce competencies
3. keep AF-unique requirements to ensure 14Ns are successful across the AF and the IC

Figure 3 captures proposed additions and/or rewrites to the current IPro tradecraft (professional) competencies required for 14N positions as well as ODNI competencies to show the linkage to the national community.

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<sup>35</sup> Quisenberry, Brig Gen, MA to Director of Defense Intelligence Agency, ISR Professionalization (IPro) Tiger Team Decision Brie. 2008. Slide 10.

<b><i>AF/A2 IPro Force Development</i></b> <b><i>Recommend rewrite of descriptions as follows:</i></b>		<b><i>ODNI IC Workforce Competencies</i></b> <b><i>Excerpts from: IC Directive 610, dated 1 Sept 08</i></b>	
<b><i>TECHNICAL EXPERTISE</i></b>			
Collection Operations //new competency//		Collection Operations	
Collection Operations	Demonstrates knowledge of capabilities/access of collection disciplines, strengths/weakness of specific technical sensors/platforms, & human sources in AOR.	Collection Operations	Demonstrates knowledge of capabilities /access of collection disciplines, strengths/weakness of specific technical sensors/platforms, & human sources in AOR. Execute collection using appropriate strategies and priorities using appropriate tools & methods
Collection Resource Mgmt	Receive/analyzes rqmts, determines resource availability & capability, prioritizes & develops collection strategies, identifies tasked resources, evaluates performance, & updates plans	Collection Resource Mgmt	Receive/analyzes rqmts, determines resource availability & capability, prioritizes & develops collection strategies, identifies tasked resources, evaluates performance, & updates plans
Customer Ops & Rqmts	Applies knowledge of COCOM, Service, and national agencies' ORG/Ops including how to translate rqmts to provide response to meet info needs	Customer Ops & Rqmts	Applies knowledge of customer organization/Ops (e.g. COCOMs, Services, & national policy-makers) including how to translate rqmts to provide appropriate response to meet information needs
Analysis / Forecasting // rewritten//		Analysis and Production	
Collection Systems Capabilities	- Properly tasks multi-disciplined collection sensors, systems, & human sources to conduct & refine analysis /forecasting in response to COCOM, Service, and National requirements -- Applies knowledge of collection mgmt process & tasking procedures as well as understanding of systems' availability, capabilities, & limitations to render effective system requests	Collection System Capabilities	Gains & applies knowledge of capabilities, limitations, & accesses of the intelligence source disciples, strengths & weaknesses of specified sensors/platforms, & human sources in AOR. Knowledge of IC collection management process, systems, & tools
Customer Ops Rqmts	Applies knowledge of strategic-, operational-, & tactical- command structures / organization as well as corresponding ISR requirements to provide appropriate/timely response to mission commanders and national policy makers. Seeks customer evaluation to ensure requirement is adequately met and seeks feedback on how to improve ISR product/services.	Customer Operations and Rqmts	Applies knowledge of customer organization/Ops (e.g. COCOMs, Services, & national policy-makers) including how to translate rqmts to provide appropriate output/response to answer information needs.
Processing, Exploitation, Analysis, Forecasting and Dissemination Capabilities	Knowledge of how to process INTs from collection to dissemination and knowledge of INT report formations Analyze/fuse multi-INT Intel to provide forecasts of adversary Air, Space, & Cyber capabilities, vulnerabilities & intent in response to info needs -- Understand how INTs are processed from collection to dissemination to maximize application in analysis, forecasting, and reporting. -- Executes proper information dissemination based on customer timelines and format requirements.	Processing & Exploitation Capabilities	Knowledge of how to process INTs from collection to dissemination and knowledge of INT report formations. Understands systems' capabilities and limitation.



Researching	Identifies a requirement for & knows where or how to gather information. Obtains, evaluates, organizes, and maintains information for analysis & forecasting in AOR.	Researching	Identifies a need for and knows where or how to gather information. Obtains, evaluates, organizes, and maintains information.
Research and Technology /added//		Research and Technology	
Exploitation & Development	Applies knowledge of (e.g. COCOMs, Services, & national agency need and is able to translate rqmts to provide appropriate output/response	Exploitation and Development	Applies knowledge of customer organization/Ops (e.g. COCOMs, Services, & national policy-makers) including how to translate rqmts to provide appropriate output/response to answer information needs.
Technology Insertion / Integration	Combines science & technology concepts & prototypes with existing capabilities to create new/improved capability and systems	Technology Insertion/Integration	Combines science & technology concepts & prototypes with existing capabilities to create new/improved capability and systems
AF Unique: Global ISR Enterprise Operations //rewritten//			
Command and Control (C2) of Global ISR Weapon System Capabilities	Demonstrate the knowledge and requisite leadership to command, control and conduct ISR weapon system planning and execution for effective/efficient tasking, processing, exploitation, & dissemination of ISR to National, Joint, and Service operators		
C2 of Supporting Collection Systems	Demonstrate knowledge and requisite leadership to effectively C2 of supporting collection platforms and sensors to meet mission rqmts		
C2 of Supporting Process Mission Activities	Demonstrate knowledge and requisite leadership to effectively C2 of supporting processing missions (co-located/geographically separated locations); ensure processing prioritization to meet information/tip-off reporting requirements		
AF Unique: Tactical Target Tip-Offs //rewritten//			
Tactical Tip-Offs	Fully integrate multi-discipline all source ISR to provide near-real time indication and warning tip-offs to joint/AF operators to reduce F2T2EA cycle times		
AF Unique: ISR Kinetic & Non-Kinetic Target Assessments //rewritten//			
ISR Targeting Application	Demonstrate knowledge of adversary tactics, techniques, and procedures to provide effects assessment for kinetic/non-kinetic adaptive planning and targeting application		

**Figure 3 Recommended 14n IPro Technical Expertise Competency Revisions**

The second update refers to core subject matter expertise that applies universally to all IC professionals. Core subject matter expertise (SME) elements represent the general ISR knowledge and skills needed to perform full spectrum, all source, multi-disciplined ISR tradecraft. As such, core SME elements are separate and distinct from technical requirements, as these core competencies are needed by all IC professionals.

Currently, the AF/A2 IPro plan duplicates technical competencies and labels them as core competencies. This shortfall limits AF officer training and does not provide basic, cross-cutting knowledge needed by today's ODNI sanctioned ISR professionals.

For AF ISR officers, figure four is a suggested addition/rewrite to the IPro plan and includes appropriate ODNI competences distinguished by “\*” as well as an AF specific element. This revision will ensure that AF ISR Officer training includes a stronger core expertise foundation that meets both AF and IC skill requirements.

*Intelligence Topic/Priorities	Demonstrates current knowledge of and prior experience in, one or more National Intelligence Priority Framework, COCOM primary intelligence requirements, and other Service/National Agency ISR requirements
*Cultural Expertise	Demonstrate knowledge of the cultural characteristics of a given group of people and associated government/non-government organizations that permits deduction and inference as to real intent and probable causative factors of actions or communications of individuals and subgroups with that group/organization
*Languages	Demonstrates knowledge or and skill in one or more foreign languages and dialects. Maintain a minimal 2/2 Defense language proficiency level or higher based on job requirements
*Target Knowledge	Applies current knowledge of one or more regions, countries, non-state entities and/or technologies to demonstrate a firm grasp on adversary's military leadership, organization, C2, capabilities, TTPs as well as demonstrating an in-depth knowledge of political, diplomatic, informational, and economic instruments of power and how they impact and interact with each other
*Intelligence Disciplines (4)	Applies knowledge concepts and terminology, policies and directives, organizational missions and functions, with respect to intelligence capabilities
*Scientific & Technical Intelligence	Applies knowledge of basic and applied science and technical research and development process and techniques with respect to developments in foreign intelligence capabilities
Air, Space, and Cyberspace ISR Operations	Applies knowledge, skills, and abilities to find, fix, target, and/or exploit target activities as well as to identify target unique TTPs and associate vulnerabilities

**Figure 4 Recommended 14 IPro Core Subject Matter Expertise Competencies Additions**

To recap, the current IPro proposal provides a good step forward in improving overall 14N force management/career path development. However, it falls short on ISR tradecraft and overarching ISR subject matter expertise competencies. To summarize the following:

1. As outlined in Figure 3, update the technical/professional competencies to satisfy national IC, AF and joint military requirements as follows:
  - a. Collection Operations
  - b. Analysis/Forecasting
  - c. Research and Technology
  - d. AF Unique: Global ISR Enterprise Operations
  - e. AF Unique: Tactical Target Tip Offs
  - f. AF Unique: ISR Kinetic & Non-Kinetic Target Assessments
2. As explained in Figure 4, recommend core competencies to be rewritten to meet both ODNI and AF requirements as follows:
  - a. Cultural Expertise
  - b. Languages
  - c. Intelligence Disciplines
  - d. Scientific and Technical Intelligence
  - e. Air, Space, and Cyberspace ISR Operations

ISR functional managers must use these IPro competencies to inventory, categorize, prioritize, and database current and future ISR officer positions to guide ISR career force management.

Functional managers can use these competencies as a roadmap in developing future AF ISR officers career paths. It is imperative that education and training are synched up with corresponding assignments to obtain cross-domain, multi-discipline ISR mission exposure in actual job functions such as ISR weapon systems operation; analysis and forecasting, mission planning (to include targeting), combat operation; as well as research and technology .

Moreover, 14N assignments must offer jobs at tactical-, operational-, and strategic-levels throughout the AF and at various national intelligence agencies. Finally, the program should serve as a guide for those functional managers, who oversee assignments and deployments, to

schedule critical opportunities for the 14Ns throughout their careers to maintain the ISR professional intrinsic link to the war-fighter.

### ***Components of AF Civilian Intelligence Career Program IAW DNI Governance***

The challenge for AF officer and civilian ISR functional managers is to develop career programs that satisfy both ODNI policies and AF ISR development goals. Both AF officer and civilian programs must be built on common ODNI standards (tradescraft competencies and subject matter expertise elements figures three and four) to maximize availability of qualified ISR officers—both officers and civilian professionals.

### ***ODNI and AF Civilian Career Force Management***

The unique benefit of AF civilian employees is that the majority of the corps provides long-term continuity that affords ISR organizations the critical in-depth expertise needed to execute complex mission requirements. AF ISR civilian experts develop their specialized tradescraft competencies and subject matter expertise over a much longer period than a rotating ISR officer or developing civilian. These stabilized, long-term ISR civilians must maintain appropriate performance proficiency levels and require core competency as well as specific job training as outlined in ICD 610. However, while assigned to the stabilized position, these employees are not subject to PCS or deployment moves in which they would cross-train into another ISR tradescraft. Under ODNI's Defense Civilian Intelligence Program System (DCIPS), the supervisor and employee develop individual performance plans to ensure regular training and development and that the employee meets all performance expectations.

Another growing type of civilians are those civilians who want to expand there professional horizons. It is through professional development programs and assignment rotations that these

“cross developing” civilians are growing in numbers and in value. The “cross-developing” civilians volunteer, normally managed under a mobilization agreement, for career-broadening opportunities. These employees are willing to move (both PCS and/or deployed status) to take advantage of career opportunities to garner diverse on-the-job experience. These civilian are also under DCIPS management. As such, he/she along with the supervisor will develop his/her current year individual performance plan. What the cross-development civilian needs, and currently lacks, is long-term career management. Recommend that these civilians should participate in the IPro program and along with their ISR officer counterparts have the AF ISR development team provide actionable vectors on education, training, and job moves.

### ***Assessment***

The current AFPC Civilian Intelligence Career Program website is out of date, and does not reflect ODNI Intelligence Community competencies and clearly does not meet current ISR mission requirements. For example, according to the website, the only required ISR competencies are “military intelligence, communication, organizing / analyzing, and leadership.”<sup>36</sup> These activities do not conform to ODNI mandates and do not meet current AF ISR mission requirements. Furthermore, this program is out of step with DCIPS and the requirements for supervisors to establish individual development plans that must be based on ODNI and ISR mission requirements. This program requires a complete transformation.

### ***Integrate Officer and Civilian ISR Career Development Programs***

Recommend AF/A2 adopt the updated AF officer IPro program, ---provided in this paper, as

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<sup>36</sup> AFPC Intelligence Career Paths, [http://gum.afpc.randolph.af.mil/cgi-bin/askafpc.cfg/php/enduser/fattach\\_get.php?p\\_sid=xS4K1nlj&p\\_li=&p\\_accessibility=0&p\\_redirect=&p\\_tbl=9&p\\_id=5900&p\\_created=1132602522&p\\_olh=0](http://gum.afpc.randolph.af.mil/cgi-bin/askafpc.cfg/php/enduser/fattach_get.php?p_sid=xS4K1nlj&p_li=&p_accessibility=0&p_redirect=&p_tbl=9&p_id=5900&p_created=1132602522&p_olh=0). Retrieved on 20 Nov 23008

the model to revise the AF civilian ISR career program. By integrating the two programs, the functional managers will be able to establish professional standards for both ISR officers and civilians.

This will increase the pool of qualified individuals to meet the huge demand for AF ISR officers across the AF. By adopting the AF IPro program to be used as the civilian model, it will help get the civilian program back on track to accomplish DNI IC force management mandates, keep pace with AF DCIPS transformation, and to achieve AF/A2 intent for AF civilians to “establish path into HQ AF, Joint, National opportunities. The intent is to codify a consistent career progression trajectory where none had previously existed.”<sup>37</sup> AF/A2 will then have achieved a strong linkage between ISR officer and civilian development programs to begin to establish diverse career plans.

#### ***Recommended Action Plan for IPro Civilian ISR Career Program Updates***

Provide the following 120-day action plan for AF/A2 action:

##### **1 to 30 Days:**

- Obtain AF/A2D approval of recommended tradecraft (professional) competencies and knowledge subject matter expertise elements
- Obtain DCS for ISR approval of the IPro proposal
- Establish IPro Program Management Office to facilitate the development of the complementary Civilian IPro Program
  - Develop a consolidated database to collect and correlate job and individual employee data for SIO and functional manager evaluation and vectors

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<sup>37</sup> Ibid, Deptula “Air Force ISR in a Changed World” Brief. Slide 4.

### **31- 60 Days**

- Inventory and categorize AF ISR positions by ODNI core, tradecraft, and subject matter expert competencies—reference figures three and four for tradecraft and subject matter expertise baseline starting points
- Populate the IPro database with AF-wide position categorization inventory
- Determine what deployment positions should be filled by civilian ISR Officers

### **61 – 90 Days**

- Using the IPro structure (figure 2), develop various civilian career paths to integrate with officer career paths
- Maximize use of current career programs that provide deliberate development for qualified civilians who volunteer for career broadening opportunities such as:
  - AF ISR Agency’s Civilian Career Management Program (CCMP): Provides vetted GG 11-14 Intelligence Specialists with two career broadening rotations, additional education/training opportunities, and senior mentoring opportunities
  - AF ISR Agency Senior Leadership Development Program (SLDP): Provides GG-15 Intelligences Specialists with two career broadening rotations plus additional education, training, and executive mentoring opportunities

### **90-120 Days**

- Develop and implement a plan that complements AF DCIPS transformation and provides deliberate career force management for both long-term and cross-developmental civilian employees
  - Link IPro Civilian Force Management with AFPC Intelligence Career Field
- Create common communication and force management products
  - Develop Civilian Personnel SURF format IAW AF Officer IPro SURF format
  - Develop IPro AF ISR DT rules of engagement to maximize vectors

## *Conclusion*

Effective and continuous career force management is critical to any mission and for AF ISR it is the essential fuel that keeps operators in the fight-- especially as demands grow at an ever-increasing velocity and AF is challenged with significant personnel shortfalls. What exacerbates the challenge is that highly qualified personnel are required to fill these very complex and diverse positions located across the globe. It is imperative that force management be approached with an innovative look at officers and civilians. The commonalities between the two corps must be found and exploited to develop an interchangeable pool of experts able to fill crucial mission and leadership positions.

This approach links officer and civilian force management structure to recently updated ODNI human capital development requirements. Also, to ensure joint and service requirements are met, AF unique ISR requirements must be included in the programs. A deliberate force management program must be established to develop and manage ISR officers and civilians. The A2 Tiger Team IPro program provides a solid way ahead and the recommended revisions better links the program to ODNI technical requirements. Moreover, the IPro program should be expanded to include career broadening civilian force development. To get the outdated ISR civilian force management on track and linked to ODNI, a 120-day action plan to aggressively update AF ISR force development program is proposed.

By linking education and training to positional requirements ensures maximum return on time and money. Approving an IPro program management shop---to oversee position management with individual accomplishments all tied to national and AF force development requirements,---will develop a strong deep pool of ISR officers and civilians,---who will be well prepared to lead



the ISR fight of the 21<sup>st</sup> Century.

Finally, the lessons of Sun Tzu teaches that “the enlightened ruler and the wise general who will use the highest intelligence of the army for purposes of spying and thereby they achieve great results. Spies are a most important element in war, because on them depends an army's ability to move.”<sup>38</sup> In today's modern armed forces, the highly trained ISR operator is the “most important element,” to provide the commander with the vital intelligence essential to achieve a swift and decisive victory. Moreover, today's ISR warrior strives to provide the critical insight for the commander to hopefully avoid war altogether—as Sun Tzu asserts, “the skillful leader subdues the enemy's troops without any fighting.”<sup>39</sup> The development of a highly train AF ISR force is essential to protect our homeland, preserve the peace, and win the wars—effective career force development is critical to develop AF ISR officers and civilians ready to meet AF mission demands.

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<sup>38</sup> Ibid Giles

<sup>39</sup> Ibid Giles

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